Functional Economic Areas in Saskatchewan:

A Framework for Municipal Restructuring

by

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EXECUTIVE SUMMARY

Throughout most of rural Saskatchewan, survival has replaced development as the focus of attention for residents and policy makers alike. The restructuring of agriculture and other primary industries which supported the rural economy for generations, has not been offset by alternative development. Low prices for grains and oilseeds coupled with removal of agricultural support programs have exacerbated the situation. Job loss and out-migration have been accompanied by the decline of hundreds of villages and small rural towns, infrastructure consolidation, and a diminished capacity to cope with economic and social problems. The question facing Saskatchewan now is 'How much of the rural economy can be salvaged?'

The demise of rural Saskatchewan over the past several decades occurred in the context of a municipal government structure which was created at the beginning of the 20th century. While this system served well in the context of the early 20th century production, transportation, distribution, and communications technologies, and was characterized by commitment and dedication by those who served, it is now too fragmented and dysfunctional to address the major problems faced by rural Saskatchewan at the beginning of the 21st century. A major problem with this system is that, for most of rural Saskatchewan, there is no level of municipal government that has both the responsibility for, and capacity to pursue, economic development or to deliver certain high-order services on an area-wide basis. The most dedicated commitment cannot produce the necessary results if the organizational framework is inappropriate.

The objective of this study is to define regional economies within the province that are large enough to perform the economic development, and selected area-wide planning and service functions efficiently. These regions we have called Functional Economic Areas (FEAs). Two configurations are offered for consideration: one consisting of 11 regions, the other of 17. The 11-region system represents the economically strongest regionalization possible. The 17-region system reduces the average size but necessarily involves economic structures which are not as strong as those in the 11-region system. It is envisaged that economic development, transportation planning, policing, assessment, taxation, land-use planning, community planning, zoning and subdivision approval, and perhaps other functions, would be administered for the entire FEA at the FEA level.

Within a restructured system, larger urban municipalities would logically provide localized services on a stand-alone basis. Such services could include, but need not be limited to, infrastructure maintenance, fire protection, culture, recreation, urban streets, utility operation, emergency planning and response. The economically strongest set of urban municipalities would include 17 of the province's most viable communities. The largest set, based on economic criteria, would include 32 communities. Local services in the rural areas would be administered at the FEA level. Alternative ways of combining regional and urban municipalities are shown on the figure on page iv below.

This study is based on an analysis conducted during the last few months of 1999 and the first few of 2000. The study is situated, however, in the context of dozens of other in-depth studies of the provincial economy, the rural economy, labour market areas, shopping patterns, farm and off-farm employment, the trade centre system and others conducted by the authors over the past 30 years. Our growing apprehension regarding the future of the rural economy, based on these in-depth studies, is expressed in many of the publications cited in the references.

Will a restructured municipal system reverse the fortunes of rural Saskatchewan? No one can provide a certain answer to that questions. What is clear, however, is that the existing structures have proven incapable of addressing the problems for at least 50 years.

A system restructured along the lines defined in this study would provide the people who have the greatest stake in the outcome a mandate to do their best. It would also provide the opportunity to plan for, and deliver, high order services on a regional basis, as opposed to either a very fragmented or provincial basis as they are now being provided. In addition it will provide the opportunity for a more equitable system of assessment and taxation.

A governing structure, something like municipal councils, would necessarily govern the FEAs with representatives from urban municipalities and rural areas within the FEA forming the membership.

The issue of greater efficiency, as revealed by a savings in taxes or the provision of more or better services at the same level of taxation, has been a part of the restructuring debate as it has evolved over the past few months. Efficiency is, of course, important and all citizens have become tax weary as the effort has been made to eliminate provincial and national budget deficits.

But the debate over taxation threatens to take prominence over the much more important issue of the economic future of rural Saskatchewan. The fact is, the present system is not working. A revised structure would create a framework within which to address rural economic development. It would provide us with the opportunity to move from the survival mode we find ourselves in to a more aggressive development orientation that the present system cannot offer.

Alternative Structures: Total Number of Municipal Jurisdictions (Regional and Urban)

Number of Urban Municipalities	Number of Regional Municipalities	
	11 Regions	17 Regions
17 centres	28	34
32 centres	43	49

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FUNCTIONAL ECONOMIC AREAS IN SASKATCHEWAN

Introduction

Saskatchewan grew rapidly through the first three decades of the 20th century. Settlers from the U.K., Europe, Eastern Canada and the United States flocked to the Prairies to take advantage of the virtually free land offered under the Homestead Acts.

By 1936, the year in which the number of farms and farm population in the province peaked, there were 142,391 farms. In that year, 70 percent of the province's 930 thousand residents lived in rural Saskatchewan. A striking 88 percent of the rural population was farm population.

Through the 1930s the rural non-farm population was there primarily to serve the agricultural economy. It was clearly true, during this period, that a prosperous farm economy meant a prosperous rural (and provincial) economy.

After 1936, the number of farms declined each decade up to the present. In 1996 there were 56,979 farms in Saskatchewan, just 40 percent of the number in 1936. These figures are recorded in Table 1.

Provincial population also declined after 1936 and did not surpass its previous peak until into the 1960s. For the past two decades, Saskatchewan's population has stabilized around one million. Rural population has declined continuously since the 1930s, while urban population has grown sufficiently to offset rural decline for a more or less stable provincial population.

The basic structure of local governance that was put in place during the settlement era–rural municipalities, urban municipalities, and special purpose districts such as school divisions, have remained with only limited modification to the present.

Table 1: Distribution of Rural and Farm Population[1], Saskatchewan, selected years, 1936-1996

Year	Farm Population (% of total)	Rural Population (% of total)	Number of Farms
1936	573,894 (62)	651,274 (70)	142,391
1946	434,019 (52)	515,928 (62)	125,612
1956	362,231 (41)	558,662 (63)	103,391
1966	281,089 (29)	487,017 (51)	85,686
1976	202,710 (22)	409,990 (45)	70,958
1986	168,505 (17)	389,415 (39)	63,431
1991	159,725 (16)	365,531 (37)	60,840
1996	145,560 (15)	363,059 (37)	56,979

Statistics Canada. Censuses of Population and Agriculture, selected years.

[1]Numbers in parentheses indicate the percentage of the total provincial population accounted for by either the farm population or the rural population.

Many economic transformations have since occurred in response to advances in production, transportation, distribution and communications technologies. One of the most notable changes is the relationship between the agricultural sector and the rest of the rural (and provincial) economy. For decades the agricultural sector was the driver of the entire provincial economy. The changing relative and absolute importance of this sector is revealed in many ways. One indicator is the industrial distribution of the provincial labour force. In 1951 over half of the

province's labour force was employed in the agricultural sector. By 1996, agriculture accounted for only 16 percent. An even more striking indicator, however, is the growing dependence of farm families on non-farm income sources for their support. In the 1960s, for example, farm families received approximately 75 percent of their family income as net farm income. Net farm income has declined continuously in real terms for most of the past 20 years. In 1996, Saskatchewan farm families earned only 30 percent of their family income as net farm income. The remaining 70 percent came from off-farm employment (over 50 percent), investment income, and transfer payments. The percentage of farm family income accounted for by net farm income in 1999 would be much lower than that recorded in 1996.

As the number of farms, farm population, and rural population declined, the economies of the numerous small communities that once served their needs were also gradually eroded. At the same time, however, the province's major cities and a few larger towns expanded, adding retail trade and service outlets, public infrastructure, manufacturing, transportation and construction firms. These communities have become the focal points of economic activity in the province and a high degree of interdependence between them and their surrounding rural areas has developed. These communities provide the majority of the jobs to which rural dwellers commute. They also provide the trade and service outlets, educational and medical facilities upon which their population and the surrounding rural populations depend. Reciprocally, the rural areas provide a substantial portion of the labour which the communities' businesses and public facilities require. Rural populations also provide a significant amount of the demand for the goods and services produced in, or distributed from, the larger communities. These interdependent rural-urban economies represent Functional Economic Areas (FEAs).

The economies of the communities at the centre of these FEAs have now become the major drivers of the provincial economy. The agricultural sector, which once supported the provincial economy, has now become dependent upon the cities and the larger rural towns for the support of the farm population.

The figures in Table 2 show the population of the province based on the urban-town-rural geographies just discussed. Over the past 30 years the 10 urban centres have grown by 31 percent. The 29 towns grew 15 percent during the 1970s but have essentially remained stable since the beginning of the 1980s. The rural areas, which includes all unincorporated space and more than 500 smaller communities, declined by 20 percent.

The rural decline summarized here has occurred within the context of the very fragmented system of municipal government that currently exists. A major characteristic of this system is that for most of rural Saskatchewan there is no local level of government that has both the responsibility, and capacity, for economic development. A second characteristic of the vast majority of these small units is that they have been in a state of economic decline for several decades. This observation invites the question of whether an alternative municipal government structure, defined on the basis of the FEAs that have emerged as economically viable entities, could be effective in generating and supporting regional economic development that would benefit both their rural and urban components.

In the following section of this paper we provide a discussion of FEAs and then identify two provincial geographic dis-aggregations based upon functional economic interactions.

Table 2: The Rural-Urban Distribution of the Provincial Population[1], 10 Urban Centres[2], 29 Rural Towns[3], and Rural Areas[4], 1971, 1981, 1991, 1998

Year	10 Urban Centres		29 Towns		Rural Areas	
	#	%	#	%	#	%
1971	382,814	43.40	70,160	8.00	428,991	48.60
1981	452,036	48.94	80,908	8.76	390,738	42.30
1991	494,478	53.09	79,210	8.50	357,696	38.40
1998	500,654	53.92	82,053	8.84	345,812	37.24

Source: Saskatchewan Health. Covered Population, various years.

[1]Excluded are Registered Indians and Census Division 18. Registered Indian population is not available on a geographic basis prior to 1998.
[2]The Urban centres include the top two tiers of the (six-tier) trade centre hierarchy (see Table 10 below).
[3]Rural Towns refer to the next two tiers of the (six-tier) trade centre hierarchy (see Table 10 below).
[4]Rural Areas include the unorganized portions of the rural municipalities plus all centres below the top four tiers of the (six-tier) trade centre hierarchy (see Table 10 below).

II. Identifying Functional Economic Areas

A functional economic area (FEA) is an area that is relatively closed or bounded with respect to the income-producing activities of its residents. It is also relatively closed with respect to a cluster of everyday consumer-oriented business outlets and common public services. Almost all the labour resident in the area is employed within the area and most of the everyday goods and services consumed in the area are purchased within its boundaries. Similarly most of the K-12 student population living in the area attends school within the area and most of its residents obtain routine health and medical care within the area.

This description of an FEA obviously portrays a system focussed on a relatively large community. For several decades, service-type urban-based activities have grown while resource-type rural-based activities have declined. Thus most employment growth has occurred in cities or larger towns. In addition, demand thresholds for some trade, service and public activities have

shifted upward for several decades. An ever larger population is now required to support these activities. For such activities the most efficient location is where the greatest concentration of the local market being served is found.

Functional economic areas (FEAs) defined on the basis of trading areas and labour market areas represent viable units because employment generated in these FEAs benefits their inhabitants and income earned is (largely) spent within them. Benefits of new economic development in the region as well as taxes collected on resource developments could be shared throughout the FEA instead of being concentrated in a very limited geographic area. Similarly, costs of changes within the regions would be borne by the entire region rather than being localized. As basic administrative or planning units, sub-provincial regions defined to approximate functional economic areas are a rational choice both because they represent current functional economies and because they represent the best estimate of geographic areas with future viability.

Functional Economic Areas were defined for Saskatchewan using journey-to-work data and retail trade areas. The objective was to identify FEAs which fit the criteria defined above and also to define the FEAs in such a way that each contained areas of future population and job growth, thus ensuring the future functional viability of the specific geographies defined.

Identification of FEAs was a three step process: first, labour market areas were defined and their boundaries identified based upon labour commutes to employment centres; second, retail trade areas were superimposed over the labour market areas which assisted in assigning RMs on the boundary of two labour markets to one area or the other; and, finally, some minor adjustments were made to account for physical features such as rivers and road networks, or to

reduce irregularities in the shapes of the FEAs. Through this process, an 11-region system of FEAs was defined based on the province's larger communities and including the rural space tributary to these centres for employment, shopping and public service. In this system, 9 of the FEAs have populations of 49,000 or more. Figure 1 is a map of the FEAs without rural municipalities while Figure 2 shows the same FEAs along with the RMs included within each.

Subsequently a 17-region system was defined using the same general approach but focussing on some smaller communities. In this system only 4 of the 17 regions have populations of 49,000 or more. Seven have populations under 30,000.

FEAs vary in geographic size and in population. This is a reflection of the size of the FEA's largest community, the rural population density, the road network, and physical features.

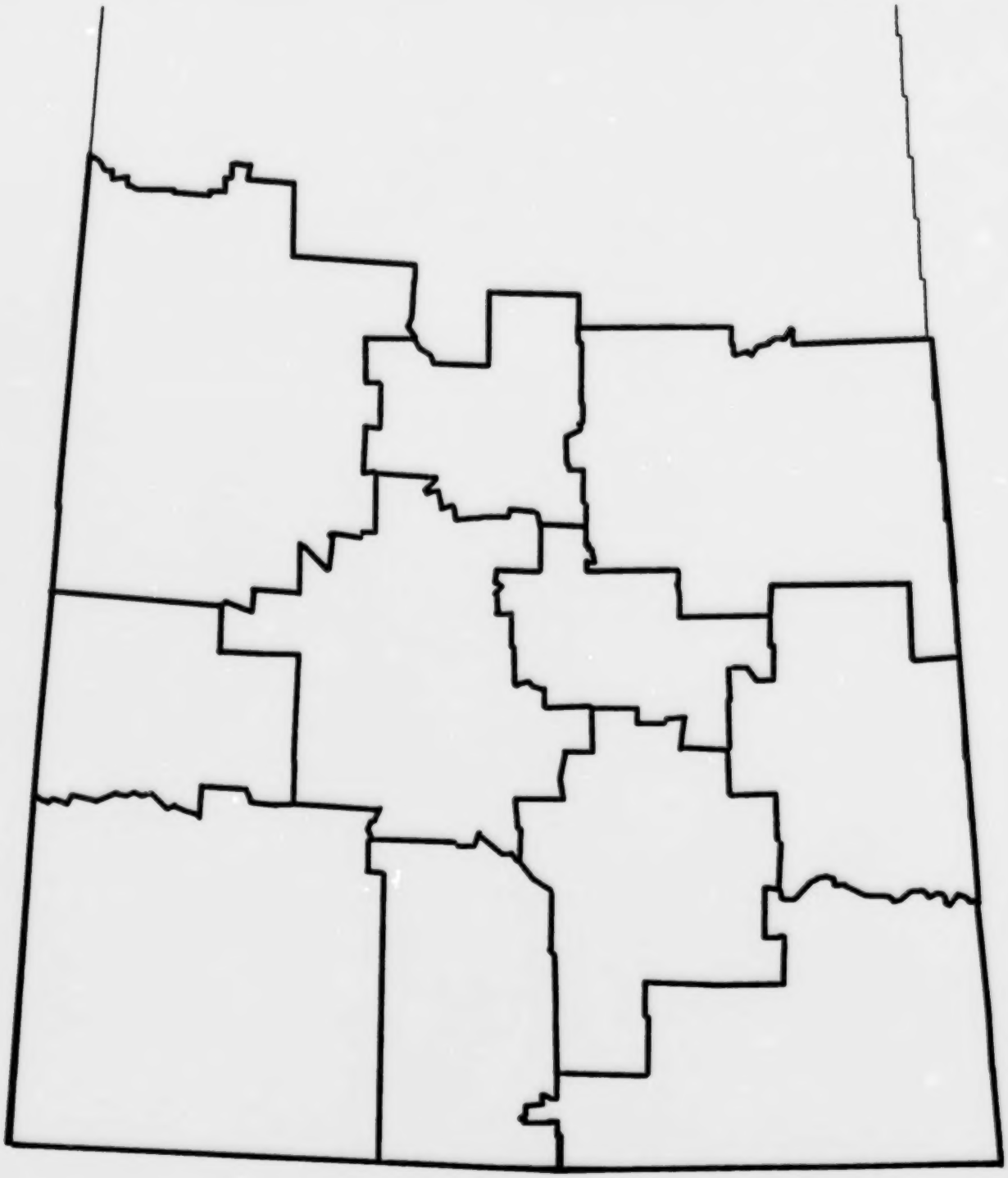

Figure 1: 11-Region Functional Economic Areas, Saskatchewan

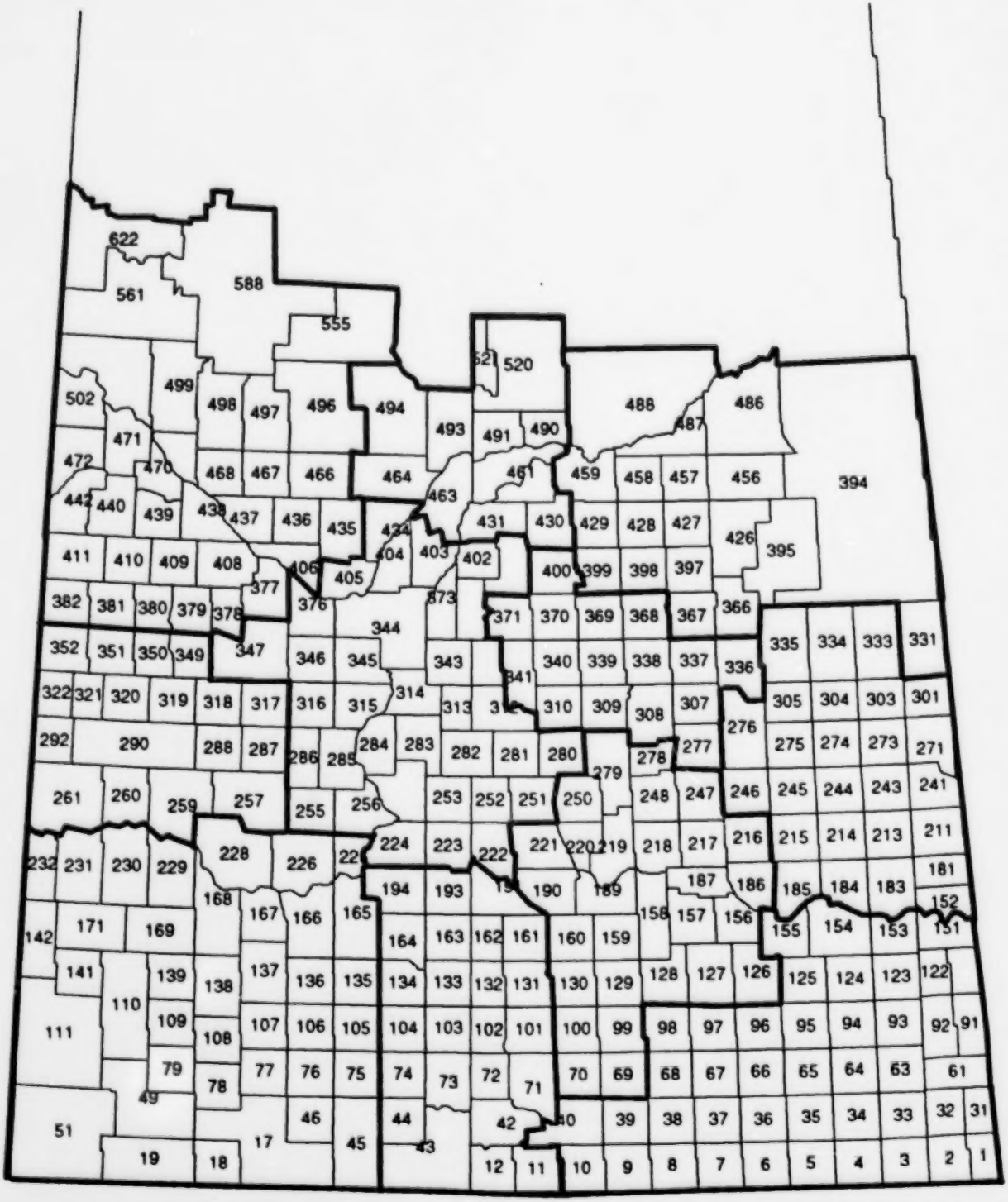

Figure 2: 11-Region Functional Economic Areas, Saskatchewan, showing RMs

III. Characteristics of the 11-Region FEA System

Population

In Table 3, the population of the 11 FEAs is shown for 1971 and 1998. The 1998 figures are shown first without the Registered Indian Population. This permits a comparison with 1971 (when statistics on the Registered Indian population were not available on a geographic basis). A second set of figures for 1998 (the first year for which the Registered Indian population was available on a geographic basis) includes the Registered Indian population.

A comparison of the first two columns in Table 3 indicates that the non-Registered Indian population increased in the FEAs centred on Saskatoon, Regina, Prince Albert, and North Battleford. The seven other FEAs experienced population losses ranging from 8 percent in the Moose Jaw FEA to a 25 percent loss in the Humboldt FEA. The inclusion of the Registered Indian population, in the third column, results in 4 FEAs increasing their share of the provincial population: Regina and Melfort FEAs with small gains and Prince Albert and North Battleford with larger gains.

The absolute size of the non-Native population is shown in Table 4 and its percentage distribution in Table 5. Tables which include the Registered Indian population are shown in Table 6 (absolute numbers) and Table 7 (percentage distribution).

A comparison of FEA population age distributions in Table 5 reveals a close correspondence between population change from 1971 to 1998, and current age distribution. Saskatoon, Regina, North Battleford, and Prince Albert FEAs, all of which realized absolute population gains, show the highest concentrations of population in the prime age work force (ages 25-44). Each has more than 28 percent of its population in this age group. Yorkton and

Table 3: Population[1] by 11-Region Functional Economic Areas, 1971 and 1998

Functional Economic Area, Major Centre(s)	1971 #	1971 % of province	1998 (woRI) #	1998 (woRI) % of province	1998 (wRI) #	1998 (wRI) % of province
FEA 1, Estevan	79,794	9.08	66,563	7.20	69,940	7.02
FEA 2, Moose Jaw	57,654	6.56	53,289	5.74	54,323	5.45
FEA 3, Swift Current	62,057	7.06	50,061	5.39	50,415	5.06
FEA 4, Kindersley	27,112	3.08	21,624	2.33	21,641	2.17
FEA 5, Saskatoon	184,540	21.00	255,804	27.55	267,178	26.81
FEA 6, Regina	187,500	21.33	221,784	23.89	238,850	23.96
FEA 7, Yorkton	75,541	8.60	60,009	6.46	62,826	6.30
FEA 8, Humboldt	36,041	4.10	26,942	2.90	27,432	2.75
FEA 9, Melfort	51,341	5.84	42,839	4.61	46,741	4.69
FEA 10, Prince Albert	49,956	5.68	54,279	5.85	67,246	6.75
FEA 11, N. Battleford	67,318	7.66	75,030	8.08	90,150	9.04
TOTAL	878,854	100.00	928,224	100.00	996,742	100.00

Source: Saskatchewan Health. Covered Population, various years.

[1]In 1998 population is reported both without (woRI) and with (wRI) Registered Indians because the historical series (prior to 1998) does not enumerate Registered Indians by geographic location. Thus any analysis that focussed on the geographic distribution of population prior to 1998, did not include Registered Indians. To permit comparison over time, the 1998 population was adjusted to exclude Registered Indians (col. 2) as well as being reported in its entirety.

Table 4: Age Distribution of Population[1] by Functional Economic Area, 1998.

Age Group	FEA 1 Estevan	FEA 2 Moose Jaw	FEA 3 Swift Current	FEA 4 Kindersl.	FEA 5 Saskatoon	FEA 6 Regina	FEA 7 Yorkton	FEA 8 Humboldt	FEA 9 Melfort	FEA 10 Prince Albert	FEA 11 North Battleford
<15	13,305	10,593	9,987	4,700	53,578	43,912	10,160	5,123	8,015	11,094	16,216
15-24	9,853	7,772	7,190	3,151	36,927	32,064	8,219	3,926	6,221	7,843	11,727
25-44	17,658	14,327	13,422	5,901	81,355	69,505	14,309	6,602	10,426	15,391	21,131
45-54	7,577	6,245	5,779	2,344	31,009	28,007	7,274	3,165	5,387	6,856	8,676
55-64	5,685	4,369	4,551	1,756	19,976	18,365	6,221	2,557	4,262	4,922	6,273
65+	12,485	9,983	9,132	3,772	32,959	29,931	13,826	5,569	8,528	8,173	11,007
Total	66,563	53,289	50,061	21,624	255,804	221,784	60,009	26,942	42,839	54,279	75,030

Source: Saskatchewan Health. Covered Population, various years.

[1]Excluded are Registered Indians.

Table 5: Percentage Age Distribution of Population[1] by Functional Economic Area, 1998

Age Group	FEA 1 Estevan %	FEA 2 Moose Jaw %	FEA 3 Swift Current %	FEA 4 Kindersl. %	FEA 5 Saskatoon %	FEA 6 Regina %	FEA 7 Yorkton %	FEA 8 Humboldt %	FEA 9 Melfort %	FEA 10 Prince Albert %	FEA 11 North Battleford %
<15	19.99	19.88	19.95	21.74	20.94	19.80	16.93	19.01	18.71	20.44	21.61
15-24	14.80	14.58	14.36	14.57	14.44	14.46	13.70	14.57	14.52	14.45	15.63
25-44	26.53	26.89	26.81	27.29	31.80	31.34	23.84	24.50	24.34	28.36	28.16
45-54	11.38	11.72	11.54	10.84	12.12	12.63	12.12	11.75	12.57	12.63	11.56
55-64	8.54	8.20	9.09	8.12	7.81	8.28	10.37	9.49	9.95	9.07	8.36
65+	18.76	18.73	18.24	17.44	12.88	13.50	23.04	20.67	19.91	15.06	14.67
Total	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

Source: Saskatchewan Health. Covered Population, various years.

[1]Excluded are Registered Indians.

Humboldt, which experienced the greatest losses, had the lowest concentrations in the prime-age cohort–both below 25 percent. The four FEAs experiencing growth also had the lowest concentrations in the 65 and over cohort (13-15 percent) while Yorkton and Humboldt had the highest (over 20 percent).

Adding the Registered Indian population (Tables 6 and 7) has the primary effect of raising the proportion of the population in the <15 cohort and lowering the proportion in the 65+ cohort. This effect is especially pronounced for the Prince Albert, North Battleford, Regina, and Melfort FEAs.

Table 8 shows the rural population of the 11 FEAs. Again the populations differ in size as do the total FEA populations in Table 3. The differences are greatly reduced, however. The total population of the Saskatoon FEA (the largest) is 12 times larger than that for the Kindersley FEA (the smallest). Their rural populations differ only by a factor of 3.8, however. The size of the rural population reflects a variety of influences. First is the ability of the community(ies) at the centre of the area to provide jobs for nearby rural dwellers. Second is the absolute size of the FEA. Third is rural population density. In the following section, attention is drawn to the ability of the FEA's urban places to provide employment for commuters.

Commuting Patterns in the 11-Region FEA System

Commuting data, which enumerate the total number of workers resident in the FEA who commute to a job either within the FEA or to a destination beyond the FEA, were obtained for each area. A commuter's place of residence is identified as either one of the FEAs' larger communities or a rural municipality (all locations other than the largest communities which are the primary places of employment). Workplace destinations include one of the FEAs' larger

Table 6: Age Distribution of Population including Registered Indians by Functional Economic Area, 1998

Age Group	FEA 1 Estevan	FEA 2 Moose Jaw	FEA 3 Swift Current	FEA 4 Kindersl.	FEA 5 Saskatoon	FEA 6 Regina	FEA 7 Yorkton	FEA 8 Humboldt	FEA 9 Melfort	FEA 10 Prince Albert	FEA 11 North Battleford
<15	14,546	11,079	10,116	4,705	58,485	50,720	11,286	5,322	10,035	16,374	22,836
15-24	10,361	7,916	7,251	3,158	39,195	35,296	8,734	4,024	7,053	10,337	14,582
25-44	18,530	14,657	13,536	5,907	84,802	74,471	15,101	6,746	11,484	18,903	25,019
45-54	7,894	6,284	5,797	2,345	31,500	29,003	7,472	3,218	5,566	7,677	9,536
55-64	5,866	4,391	4,570	1,756	20,145	18,938	6,341	2,587	4,267	5,373	6,755
65+	12,743	9,996	9,145	3,772	33,049	30,422	13,892	5,539	8,334	8,582	11,422
Total	69,940	54,323	50,415	21,641	267,178	238,850	62,826	27,432	46,741	67,246	90,150

Source: Saskatchewan Health. Covered Population, various years.

Table 7: Percentage Age Distribution of Population including Registered Indians by Functional Economic Area, 1998

Age Group	FEA 1 Estevan %	FEA 2 Moose Jaw %	FEA 3 Swift Current %	FEA 4 Kindersl. %	FEA 5 Saskatoon %	FEA 6 Regina %	FEA 7 Yorkton %	FEA 8 Humboldt %	FEA 9 Melfort %	FEA 10 Prince Albert %	FEA 11 North Battleford %
<15	20.80	20.39	20.07	21.74	21.89	21.24	17.96	19.40	21.47	24.35	25.33
15-24	14.81	14.57	14.38	14.58	14.67	14.78	13.90	14.67	15.09	15.37	16.18
25-44	26.49	26.98	26.85	27.30	31.74	31.18	24.03	24.59	24.57	27.11	27.75
45-54	11.29	11.57	11.50	10.84	11.79	12.14	11.89	11.73	11.91	11.42	10.58
55-64	8.39	8.08	9.06	8.11	7.54	7.93	10.09	9.43	9.13	7.99	7.49
65+	18.22	18.40	18.14	17.43	12.37	12.74	22.11	20.19	17.83	12.76	12.67
Total	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

Source: Saskatchewan Health. Covered Population, various years.

Table 8: Rural[1] Population (wRI) by Functional Economic Area, 1998

Functional Economic Area, Major Centre(s)	1998 Rural Population		
	Number	% of FEA	% of provincial rural
FEA 1, Estevan	45,547	65.12	12.44
FEA 2, Moose Jaw	16,958	31.22	4.63
FEA 3, Swift Current	29,400	58.32	8.03
FEA 4, Kindersley	13,817	63.85	3.77
FEA 5, Saskatoon	53,053	19.86	14.49
FEA 6, Regina	49,783	20.84	13.60
FEA 7, Yorkton	32,237	51.31	8.81
FEA 8, Humboldt	18,312	66.75	5.00
FEA 9, Melfort	30,018	64.22	8.20
FEA 10, Prince Albert	26,366	39.21	7.20
FEA 11, N. Battleford	50,533	56.05	13.81
TOTAL	366,024	36.87	100.00

Source: Saskatchewan Health. Covered Population, various years.

[1]Rural population is defined as the population outside of the 39 centres in the province that constitute the top four levels of the trade centre hierarchy in 1995.

communities, another RM within the FEA, or outside the FEA. Non-FEA destinations are further divided into other larger Saskatchewan communities, other RMs and out-of-province.

The set of communities used for the analysis of commuting patterns includes 61 of the province's largest centres–the set that made up the top four tiers in the trade-centre system in 1990.

As shown in Table 9, the number of commuters originating in the 11 FEAs used for this study totalled 91,185 in 1996, approximately 20 percent of the province's employed labour force in that year. Several other useful observations are possible from this table. For example, the percentage of commutes originating within an FEA that also terminated in the same FEA (68,160) was equal to 75 percent of all commutes. Of these 68,160 commutes, 68 percent were to an urban community within the same FEA while 32 percent were to a rural location. The dependence of rural dwellers on urban-based employment is even more striking. More than 82 percent of the internal (same FEA) commutes made by rural dwellers was to a job in an urban centre. A higher percentage, but significantly smaller number, of commutes made by urban dwellers was to a rural job in the same FEA. These are school teachers, nurses, potash miners, pulp mill and oil field workers commuting from their residence in a larger centre to a job in a small town or village or in an unincorporated rural setting.

Commuting tables for each FEA are provided in the Appendix. A review of these Appendix tables provides further insight into the commuting patterns generally, as well as some particular characteristics of each FEA.

For the 11 FEAs combined, 74.7 percent of the commutes that originate in the FEA also terminate within the FEA. A review of the tables for the individual FEAs reveals that for 8 of the

Table 9: Commuting Flow Summary–All FEAs, 1996

Place of residence of Commuters	Place of Work of Commuters						
	Communities	RMs	Regional Total	Other Sask. Communities	Other Sask RMs	OOP	SUM
Communities	2,805	12,165	14,970	5,310	2,375	5,910	28,565
RMs	43,850	9,340	53,190	3,810	2,440	3,180	62,620
Regional Total	46,655	21,505	68,160	9,120	4,815	9,090	91,185

Source: Statistics Canada. 1996 Census of Population, special tabulations.

11, internal commutes account for over 70 percent of all commutes. Three FEAs have figures below 70 percent: North Battleford (63.1), Moose Jaw (63.8), and Humboldt (67.0). The explanation for the lower numbers, in each case, is the proximity of alternative opportunities. For the North Battleford FEA, commutes from Lloydminster, Saskatchewan to jobs in Lloydminster, Alberta account for a substantial number of out-of-province trips. Other cross-border trips also add to the out-of-province commutes. For Moose Jaw, commutes from that city (primarily to Regina) and RMs 131 and 161 to Regina reduces the percentage of internal commutes. For the Humboldt FEA, commutes to Kelvington by residents of RMs 336 and 337, as well as commutes to Saskatoon by residents of RMs on the west side of the FEA reduce the internal commutes.

Again, for the 11 FEAs combined, approximately 68 percent of the commutes terminating within the FEA have an urban destination. For two FEAs, the figure is below 60 percent–Moose Jaw (49.9) and Prince Albert (58.0). One more, Regina (60.0) is well below the all FEA average as well. For Regina much of the industrial employment (at the IPSCO steel mill, for example) is actually outside the city in an adjacent RM although it is functionally part of the urban system. For Prince Albert the commutes to the adjacent pulp mill produces a similar result as do commutes from Moose Jaw to the military air base.

IV. Characteristics of the 17-Region FEA System

In an attempt to provide an alternative geographic framework for consideration, a 17-region system was devised. It is based upon the same criteria outlined in section II above but includes several smaller focal points. A map of this 17-region system is shown in Figure 3.

The 11-region system just discussed was created around the province's major urban

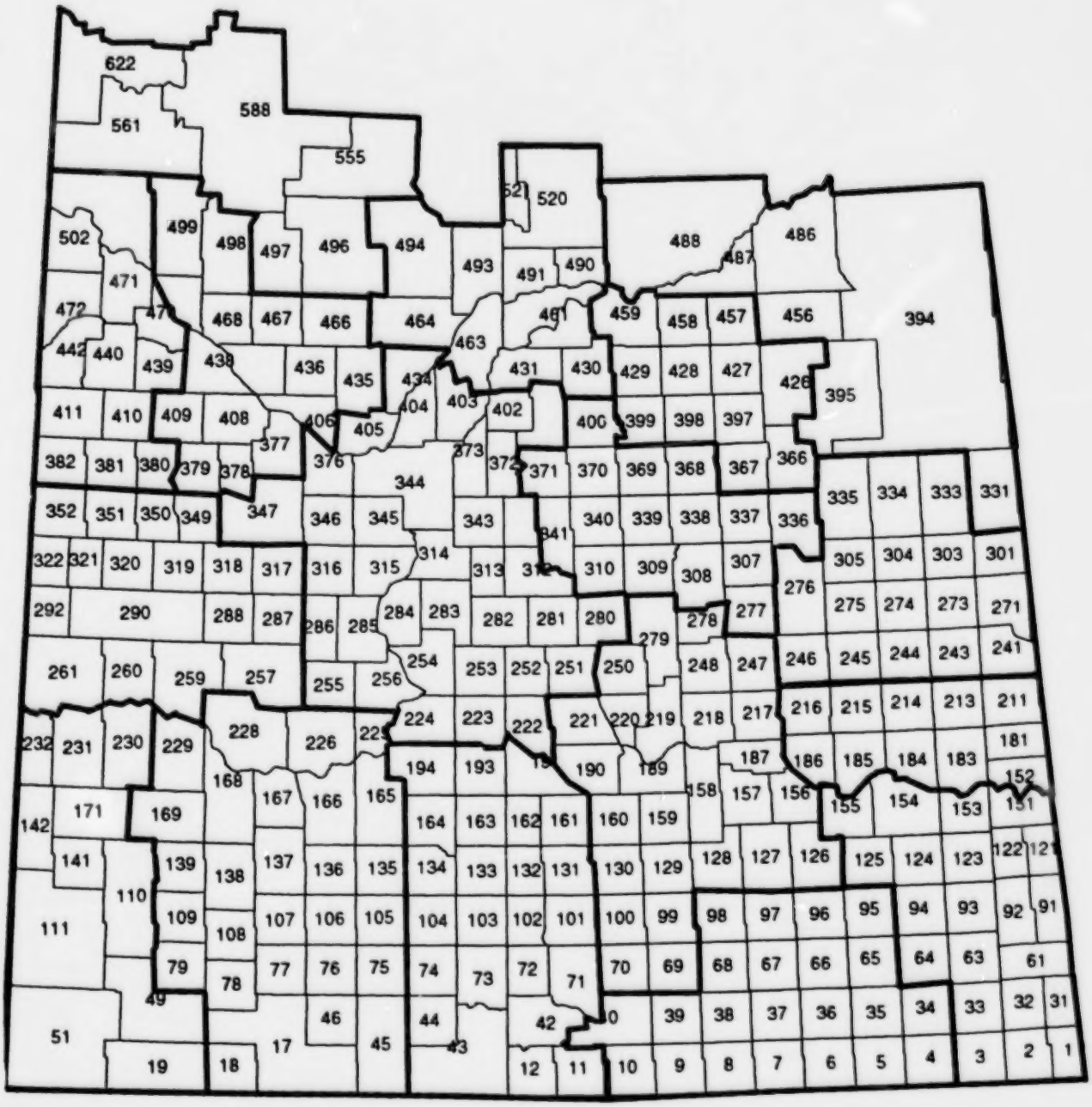

Figure 3: 17-Region Functional Economic Areas, Saskatchewan, showing RMs

employment centres. These included all of the province's Primary and Secondary Wholesale-Retail Centres[1] as well as three Complete Shopping Centres (Humboldt, Melfort, and Kindersley). In the 17-region FEA system, 9 are centred on Primary or Secondary Wholesale-Retail Centres, 6 on Complete Shopping Centres (Kindersley, Melville, Humboldt, Nipawin, Melfort, Tisdale, and Meadow Lake). The remaining two are centred on Partial Shopping Centres–Moosomin and Maple Creek.

In Table 10, profiles of the communities in each functional category are provided to illustrate the economic attributes of centres at each level in the system. The differences between functional levels in terms of population, business outlets, producers and infrastructure are apparent from this table.

Population

In Table 11, the population of the 17 FEAs is shown for 1971 and 1998. The numbering of the 17 FEAs is shown in a manner which relates the 17-region system back to the 11-region system previously discussed. For example, FEAs 1a and 1b were created by separating an area focussed on Moosomin from FEA 1 in the 11-region system Other a, b, c designations should be interpreted in a like manner.

Population figures are shown for 1971 and 1998 without the Registered Indian population. A second set of figures for 1998 includes the Registered Indian population. The 17-region system obviously has smaller geographic FEAs than the 11-region system. The 17 FEAs also have

[1]There are 10 Primary and Secondary Wholesale-Retail Centres in Saskatchewan Two of the regions in the 11-FEA system include two of these communities (North Battleford and Lloydminster in one, and Estevan and Weyburn in another).

Table 10: Average Number of Businesses of Various Types in Saskatchewan Trade Centres, 1995

Type of Business	500 Minimum Convenience	59 Full Convenience	23 Partial Shopping	7 Complete Shopping	8 Secondary Wholesale-Retail	2 Primary Wholesale-Retail
Population	179.61	860.68	2,049.73	4,808.86	17,609.88	184,235.50
All Consumer Services	3.72	18.73	43.09	90.14	227.00	1,640.00
General Store	0.29	0.90	1.05	1.86	3.13	12.00
Grocery Store	0.39	1.59	3.23	3.71	11.00	49.50
Special Food	0.09	0.80	1.41	3.29	5.38	42.50
Auto Sales	0.14	1.15	3.41	5.71	15.88	63.50
Gas Station	0.37	1.34	2.64	4.86	13.00	62.50
Clothing Store	0.06	1.08	3.32	7.57	12.38	82.00
Furniture Store	0.02	0.25	0.64	2.43	4.25	25.00
Home Furnishing	0.06	0.53	1.64	5.29	13.50	82.00
Restaurant	0.32	1.64	4.27	8.86	23.88	185.50
Drug Store	0.04	0.81	1.59	2.43	4.88	31.50
Special Retail	0.12	0.98	3.82	9.57	21.50	182.00
Credit Agency	0.47	2.02	4.05	11.14	39.63	426.00
Hotel	0.39	1.05	2.64	4.29	7.50	22.00
Laundries/Dry Cleaners	-	0.10	0.23	0.43	2.25	18.00
Personal Services	0.02	0.12	1.05	2.00	6.38	36.50
Auto Repair	0.25	1.24	2.23	4.71	14.63	105.00
Car Wash	0.16	0.98	1.86	5.57	16.63	113.50
Recreation	0.03	0.41	1.18	2.00	3.75	39.00
Bank or Credit Union	0.50	1.73	2.86	4.43	7.50	62.00
All Producer Services	0.98	5.31	11.09	21.57	64.75	750.00
Warehousing	-	0.08	0.09	0.43	0.63	8.50
Farm Equipment	0.22	1.10	2.55	2.86	6.25	24.50
Bulk Fuel	0.30	1.29	1.86	2.43	4.25	10.00
Wholesale	0.25	1.14	3.32	8.00	31.63	435.50
Building Materials	0.18	1.39	2.23	4.57	8.38	39.00
Business Services	0.04	0.31	1.05	3.29	13.63	232.50
All Producers	1.22	6.29	14.32	32.71	101.38	970.50
Construction	0.65	3.53	7.82	16.14	52.38	522.00
Manufacturing	0.29	1.47	3.95	9.29	23.75	283.00
Transportation	0.28	1.29	2.55	7.29	25.25	165.50
Doctor*	0.07	0.73	0.95	1.00	1.00	1.00
Hospital*	0.02	0.41	0.91	1.00	1.00	1.00
Special Health Care*	0.02	0.88	1.00	0.86	1.00	1.00
High School*	0.29	0.98	0.95	1.00	1.00	1.00
Grain Elevator*	0.64	0.93	0.91	1.00	1.00	1.00

Source: Stabler and Olfert, 1996.

* For these variable the number of communities offering selected facilities is shown.

Table 11: Population[1] by 17-Region Functional Economic Areas, 1971 and 1998

	1971	1998 woRI	1998 wRI
FEA 1a, Moosomin	36,294	28,770	31,907
FEA 1b, Estevan	41,864	37,793	38,033
FEA 2, Moose Jaw	57,654	53,289	54,323
FEA 3a, Swift Current	48,388	39,249	39,329
FEA 3b, Maple Creek	13,669	10,812	11,086
FEA 4, Kindersley	27,112	21,624	21,641
FEA 5, Saskatoon	184,540	255,804	267,178
FEA 6, Regina	185,094	220,089	235,319
FEA 7a, Melville	28,649	21,498	23,460
FEA 7b, Yorkton	50,935	40,206	42,897
FEA 8, Humboldt	36,041	26,942	27,432
FEA 9a, Nipawin	21,479	18,699	21,179
FEA 9b, Melfort	29,862	24,140	25,562
FEA 10, Prince Albert	49,956	54,279	67,246
FEA 11a, North Battleford	33,650	30,763	35,740
FEA 11b, Lloydminster	23,728	27,685	31,952
FEA 11c, Meadow Lake	9,940	16,582	22,458
Total	878,854	928,224	996,742

Source: Saskatchewan Health. Covered Population, various years.

[1]In 1998 population is reported both without (woRI) and with (wRI) Registered Indians because the historical series (prior to 1998) does not enumerate Registered Indians by geographic location. Thus any analysis that focussed on the geographic distribution of population prior to 1998, did not include Registered Indians. To permit comparison over time, the 1998 population was adjusted to exclude Registered Indians (col. 2) as well as being reported in its entirety.

smaller populations. Leaving out the Saskatoon and Regina FEAs, the average FEA 1998 total population of the remaining 9 in the 11-region system is 54,524. In the 17-region system, the remaining 15 have an average population of 32,950. In fact 7 FEAs in the 17-region system have populations below 30,000 compared with only two in the 11-region system.

Comparing the first two columns in Table 11 shows that 5 FEAs in the 17-region system gained non-Native population between 1971 and 1998. Regina, Saskatoon, and Prince Albert gained, as before, and Lloydminster and Meadow Lake, previously part of the North Battleford FEA, also gained. The smaller FEA 11a, still centred on North Battleford, lost, however. In all, 12 FEAs in the 17-region system lost non-Native population between 1971 and 1998. Adding Registered Indian Population causes the 1998 populations of all FEAs to rise, but in only two instances, North Battleford (11a) and Nipawin (9a), is a population loss switched to a population gain as a result. In terms of non-Native population change between 1971 and 1998, it is worth noting that 5 of the 6 FEAs experiencing a loss of more than 20 percent were those centred on the Partial and Complete Shopping Centres. Only Yorkton, of the larger communities, experienced a population loss of greater than 20 percent.

In Table 12, the population of the 17-region FEA system is broken down by cities, towns and rural components. Some regions are fortunate to have both cities and large towns as focal points of urban employment. Others, especially those added in going from an 11 to a 17 region system, have only a large town as a focal point. Rural populations differ among FEAs but not by nearly as much as total FEA populations. For example, the total population of the Saskatoon FEA (the largest) exceeds that of Maple Creek (the smallest) by a factor of 24. The largest rural population, also Saskatoon's, exceeds Maple Creek's (again the smallest) by 6.4 times.

Table 12: Rural, Town, and Urban Population[1] (wRI) by 17 Functional Economic Areas, 1998

	1998 Total Pop.	Cities (10)	Towns	Rural
FEA 1a, Moosomin	31,907	--	2,605	29,302
FEA 1b, Estevan	38,033	21,788	--	16,245
FEA 2, Moose Jaw	54,323	34,505	2,860	16,958
FEA 3a, Swift Current	39,329	16,113	2,143	21,073
FEA 3b, Maple Creek	11,086	--	2,759	8,327
FEA 4, Kindersley	21,641	--	7,824	13,817
FEA 5, Saskatoon	267,178	205,992	8,133	53,053
FEA 6, Regina	235,319	187,085	1,982	46,252
FEA 7a, Melville	23,460	--	7,608	15,852
FEA 7b, Yorkton	42,897	16,783	6,198	19,916
FEA 8, Humboldt	27,432	--	9,120	18,312
FEA 9a, Nipawin	21,179	--	6,982	14,197
FEA 9b, Melfort	25,562	--	9,741	15,821
FEA 10, Prince Albert	67,246	39,356	1,524	26,366
FEA 11a, North Battleford	35,740	15,473	4,193	16,074
FEA 11b, Lloydminster	31,952	9,204	2,421	20,327
FEA 11c, Meadow Lake	22,458	--	8,326	14,132
Total	996,742	546,299	84,419	366,024

Source: Saskatchewan Health. Covered Population, 1998.

[1] The urban population refers to the 10 largest Cities in the province, all with populations over 10,000, although the Saskatchewan portion of Lloydminster alone has a population of less than 10,000. Towns refers to all the Complete and Partial Shopping Centres. Rural is everything else. Population includes Registered Indians.

Commuting in the 17-Region FEA System

The viability of the FEA economies is based in large part on the job generating capacity of the larger communities within the region. A growing urban economy will attract commuters from adjacent rural areas. In Table 13, commutes from rural areas within each FEA to the cities and large towns within the FEA are recorded.

In general, larger communities generate more jobs and attract more commuters. Other factors influence the totals recorded in Table 13, however. Lloydminster's numbers are lower than total commuters into that city because many of the destinations are to immediately adjacent employment sites in Alberta. Regina and Moose Jaw are also lower than what might be expected because some of the important employment destinations are outside of, but immediately adjacent to, these cities. Also, commutes from one FEA to another, which are important between Moose Jaw and Regina, are not shown. Nevertheless, urban-oriented commutes are highest in FEAs with Primary Wholesale-Retail centres as major focal points with an average of 8,970. FEAs with Secondary Wholesale-Retail centres as major focal points average 2,265 in-commuters. And so it goes, FEAs with Complete Shopping Centres and Partial Shopping Centres as their primary focal points average 1,558 and 1,078 respectively.

V. Population Projections

Introduction

Population projections were developed for both the 11- and the 17-region systems. Separate projections were made for the Registered Indian and the non-Native populations of each FEA.

Table 13: Commuting to Employment Centres in the 17-Region system

Functional Economic Area	Commuters from within the region to Communities in FEA	Index of Population 1998/1971
FEA 5, Saskatoon	10,195	1.386
FEA 6, Regina	7,745	1.189
FEA 10, Prince Albert	3,680	1.086
FEA 7b, Yorkton	2,865	0.789
FEA 11a, North Battleford	2,285	0.915
FEA 8, Humboldt	2,085	0.748
FEA 1b, Estevan	2,075	0.903
FEA 3a, Swift Current	1,955	0.905
FEA 7a, Melville	1,915	0.748
FEA 1a, Moosomin	1,820	0.793
FEA 2, Moose Jaw	1,725	0.924
FEA 9b, Melfort	1,610	0.808
FEA 11c, Meadow Lake	1,425	1.668
FEA 9a Nipawin	1,420	0.871
FEA 11b, Lloydminster	1,270	1.167
FEA 4, Kindersely	895	0.798
FEA 3b, Maple Creek	335	0.791

Source: Statistics Canada. 1996 Census of Population, special tabulations.

Projections were also made for urban, town and rural geographies provincially and within each FEA.

Projections were based on the experience of the 1978-98 period. Current birth and age-specific death rates coupled with historical net migration rates were used to project non-Native populations. Current age-specific birth and death rates for Saskatchewan's Registered Indians

were used to project this population. The 1998 spatial distribution of the total (age-specific) projected Registered Indian population was used to allocate the projected population, since historical net migration rates are not available.

Provincial-level birth and death rates, obtained from Sask. Health, include both non-Native and Registered Indian populations. Birth and death rates for Saskatchewan's Registered Indians were provided by Health Canada. Once both sets of data were available, the Sask. Health rates were adjusted to reflect the non-Native rates only. Projections for the individual groups were thus possible.

It is important to note that the figures presented here are *projections* rather than *predictions* or *forecasts*. That is, the projections are made under the assumption that the economic influences that characterized the 1978-98 period continue through 2010. For the cities, whose economies are increasingly independent of the agricultural economy, this would be a plausible assumption. For the rural (agricultural) economy, this is undoubtably an optimistic assumption. The early to mid-1990s were relatively prosperous for rural Saskatchewan. Net farm income, while not setting any records, was at least modestly good. Other types of rural development also expanded during this period. In the late 1990s, however, falling grain and oilseed prices, coupled with the termination of the Crow subsidy, pushed net farm income to a 40 year low. Further, net farm income is forecast to be negative for the next several years. Thus the projection is also probably optimistic for the rural towns as well whose economies are more closely linked to agriculture.

In Table 14, the total and the age-distribution of the province's non-Native population (excluding CD18) is shown for 1971 and 1998 along with a projection to 2010. Total non-Native

population is projected to grow by a total of 2.6 percent between 1998 and 2010. The aging of this population is also apparent. Each of the three youngest cohorts, <15, 15-24, 25-44 is projected to be absolutely smaller in 2010 than in 1998. Each of the three older cohorts is projected to be absolutely larger. The percentage distribution is projected to shift accordingly – 36 percent of the provincial population was 45 or older in 1998, but this percentage is projected to increase to 41 percent by 2010.

Table 14: Distribution of Saskatchewan Population[1] by Age Group, 1971, 1998, Projected 2010

Age Group	1971 woRI		1998 woRI		Projected 2010 woRI	
	#	%	#	%	#	%
<15	262,052	29.82	186,685	20.11	179,644	18.87
15-24	158,511	18.04	134,792	14.52	119,953	12.60
25-44	186,225	21.19	269,955	29.08	260,089	27.32
45-54	97,945	11.15	112,326	12.10	124,237	13.05
55-64	82,351	9.37	79,000	8.51	102,817	10.80
65+	91,762	10.44	145,467	15.67	165,269	17.36
Total	878,854	100.00	928,224	100.00	952,010	100.00
Elderly Dependency Ratio[2]		0.1748		0.244		0.2722

Source: Saskatchewan Health. Covered Population, various years.

[1]Excluded are Registered Indians and Census Division 18.
[2]Calculated as (65+ population)/(15-64 population).

In Table 15, the total and the age-distribution of Saskatchewan's Registered Indian population (excluding CD18) are shown for the same time periods. The dynamics are obviously very different. This population is projected to grow by 35 percent between 1998 and 2010. This population is also a much younger population. Those 45 and older in 1998 accounted for 12

percent of the Registered Indian population. In 2010 this figure is projected to increase to 20 percent, under half the 41 percent projected for the non-Native population.

Table 15: Distribution of Saskatchewan Registered Indian Population[1] by Age Group, 1998 and Projected 2010

Age Group	1998		Projected 2010	
	#	%	#	%
<15	28,497	41.59	31,175	33.68
15-24	12,957	18.91	18,471	19.96
25-44	19,137	27.93	24,640	26.62
45-54	3,988	5.82	8,631	9.33
55-64	2,131	3.11	5,255	5.68
65+	1,794	2.63	4,385	4.74
Total	68,518	100.00	92,557	100.00
Elderly Dependency Ratio[2]		0.0472		0.0769

Source: Saskatchewan Health. Covered Population, various years.

[1]Excluded is Census Division 18.
[2]Calculated as (65+ population)/(15-64 population).

A perspective on the geographic distribution of Saskatchewan's total (non-Native and Registered Indian) population excluding CD18 is provided in Table 16 where 1998 figures and projections to 2010 are shown by urban, town, and rural geographies. Even with the optimistic projections, a continuation of past trends is apparent. Population continues to concentrate in the major urban centres and decline in rural areas. The larger towns are projected to gain modestly. In rural areas, the rapidly growing Registered Indian population almost offsets a decline in the non-Native population.

The 11-Region System

Projections for the non-Native populations of the 11 region system, shown in Table 17, suggest greater stability than what characterized the 1971-98 period. Even within this admittedly optimistic context, however, past trends remain evident. The Saskatoon and Prince Albert FEAs are projected to gain by 6.5 and 5.6 percent respectively. The Regina FEA is also projected to gain but by a much smaller 2.1 percent. The Yorkton FEA is projected to experience a large loss with the Kindersley and Humboldt FEAs realizing small losses. In the remaining 5 FEAs population gain in the cities and larger rural towns more or less offsets the continued exit of non-Native populations from the rural areas.

Table 16: Rural, Town, and Urban Population[1] Saskatchewan, 1998 and Projected 2010

Location	1998 (wRI)		Projected 2010 (wRI)	
	#	%	#	%
Cities (10)	546,299	54.81	588,168	56.31
Towns	84,419	8.47	90,599	8.67
Rural	366,024	36.72	365,800	35.01
Total	996,742	100.00	1,044,567	100.00

Source: Saskatchewan Health. Covered Population, 1998.

[1] The urban population refers to the 10 largest Cities in the province, all with populations over 10,000, although the Saskatchewan portion of Lloydminster alone has a population of less than 10,000. Towns refers to all the Complete and Partial Shopping Centres. Rural is everything else.

When the Registered Indian population is added, in Table 18, the population of each FEA increases. The projected 2010 population of Regina and North Battleford FEAs rise by more than 20,000 each. Saskatoon and Prince Albert FEAs increase by 15-18 thousand while Estevan, Yorkton and Melfort FEAs each increase by 4-5 thousand. The remaining four FEAs are projected to experience only small gains.

Table 17: Population[1] by 11 Region Functional Economic Areas, 1971, 1998, and Projected 2010

Functional Economic Area, Major Centre(s)	**1971**	**1998** (woRI)	**Projected 2010** (woRI)
FEA 1, Estevan	79,794	66,563	68,049
FEA 2, Moose Jaw	57,654	53,289	54,062
FEA 3, Swift Current	62,057	50,061	50,679
FEA 4, Kindersley	27,112	21,624	21,312
FEA 5, Saskatoon	184,540	255,804	272,215
FEA 6, Regina	187,500	221,784	226,537
FEA 7, Yorkton	75,541	60,009	56,755
FEA 8, Humboldt	36,041	26,942	26,618
FEA 9, Melfort	51,341	42,839	43,142
FEA 10, Prince Albert	49,956	54,279	57,283
FEA 11, N. Battleford	67,318	75,030	75,357
TOTAL	878,854	928,224	952,010

Source: Saskatchewan Health. Covered Population, various years.

[1]The 1971and 1998 population is reported without (woRI) Registered Indians because the historical series (prior to 1998) does not enumerate Registered Indians by geographic location. Thus any analysis that focussed on the geographic distribution of population prior to 1998, did not include Registered Indians. To permit comparison over time, the projection to 2010 also excludes Registered Indians in this table.

In Table 19, the geographic distribution within each FEA is shown. Regions without a Primary or Secondary Wholesale-Retail centre (Kindersley, Humboldt, and Melfort) remain largely rural with the percentage of their populations all over 60 percent rural. At the opposite extreme the Saskatoon FEA's population is projected to be only 18 percent rural.

Table 18: Population including Registered Indians by 11-Region Functional Economic Areas, 1998 and Projected 2010

Functional Economic Area, Major Centre(s)	**1998** (wRI)	**Projected 2010** (wRI)
FEA 1, Estevan	69,940	72,611
FEA 2, Moose Jaw	54,323	55,459
FEA 3, Swift Current	50,415	51,157
FEA 4, Kindersley	21,641	21,335
FEA 5, Saskatoon	267,178	287,579
FEA 6, Regina	238,850	249,590
FEA 7, Yorkton	62,826	60,560
FEA 8, Humboldt	27,432	27,280
FEA 9, Melfort	46,741	48,413
FEA 10, Prince Albert	67,246	74,799
FEA 11, N. Battleford	90,150	95,782
TOTAL	996,742	1,044,567

Source: Saskatchewan Health. Covered Population, various years. Cohort-Survival and net migration population projections.

Table 19: Rural, Town, and Urban Population[1] (wRI) by Functional Economic Area, Projected 2010

Functional Economic Area	Projected 2010 Total Population[1]	Cities	Towns	Rural
FEA 1, Estevan	72,611	23,943	2,894	45,774
FEA 2, Moose Jaw	55,459	36,001	3,031	16,426
FEA 3, Swift Current	51,157	17,819	5,186	28,152
FEA 4, Kindersley	21,335	0	8,182	13,153
FEA 5, Saskatoon	287,579	227,749	8,656	51,176
FEA 6, Regina	249,590	195,451	2,216	51,923
FEA 7, Yorkton	60,560	16,823	13,679	30,059
FEA 8, Humboldt	27,280	0	9,820	17,460
FEA 9, Melfort	48,413	0	18,511	29,902
FEA 10, Prince Albert	74,799	44,644	1,713	28,443
FEA 11, North Battleford	95,782	25,738	16,712	53,332
Total	1,044,567	588,168	90,599	365,800

Source: Saskatchewan Health. Covered Population, various years.

[1]The urban population refers to the 10 largest cities in the province, all with populations over 10,000, although the Saskatchewan portion of Lloydminster alone has a population of less than 10,000. Towns refers to all the Complete and Partial Shopping Centres. Rural is everything else.

[2]Total Population includes Registered Indians.

The 17-Region System

The 17 region system represents a only different partitioning of the province. Thus all of the comments made in the overview regarding provincial level projections apply equally as a context for considering a 17 FEA partition.

The 17-region system shown in Table 20 includes 8 FEAs with Complete and Partial Shopping Centre communities as focal points. Even under the optimistic assumptions implicit in the projections, 5 of these 8 FEAs are projected to register losses of non-Native population. The now smaller FEAs focussed on Yorkton and North Battleford are also projected to lose non-Native population. The remaining 10 gain with the Saskatoon, Regina, and Prince Albert FEAs projected to experience the greatest increases. If the optimistic assumptions implicit in the projections are not realized, the 5 FEAs projected to lose population would experience greater losses and the small gains projected for most of the other small FEAs could turn to losses.

Population projections for the 17-region system including Registered Indians is shown in Table 21. Even with this addition, 5 of the FEAs continue to show a projected population loss: Maple Creek, Kindersley, Melville, and Humboldt among the FEAs centred on PSCs and CSCs and Yorkton, the sole SWR-centred FEA. The populations of the Regina, Prince Albert and Saskatoon FEAs are projected to increase by a further 16-20,000 each by 2010 as a result of including the projections for the Registered Indian population. Meadow Lake, North Battleford and Lloyminster FEAs are projected to gain a further 6-8,000 people each while small additional gains of 3-4,000 are projected for Moosomin, Melville, Yorkton and Nipawin.

The geographic distribution of the population of the 17-region system is shown in Table 22. The rural-urban population distribution of the 17-region system reflects great variation, in large part the result of creating these FEAs around some of the Provinces Partial and Complete Shopping Centres. The population of the Moosomin FEA for example is projected to be 91 percent rural with Maple Creek's at 72 percent rural. The rural population of 6 additional smaller FEAs is projected to be between 59 and 68 percent while the Saskatoon FEA is projected to be

only 21 percent rural. The rural FEAs could all lose population if economic circumstances in the next several years turn out to be less favourable than implicit in the projections.

Table 20: Population by 17-Region Functional Economic Areas, 1971, 1998, Projected 2010

Functional Economic Area, Major Centre(s)	**1971**	**1998** (woRI)	**Projected 2010** (woRI)
FEA 1a, Moosomin	36,294	28,770	28,634
FEA 1b, Estevan	41,864	37,793	39,415
FEA 2, Moose Jaw	57,654	53,289	54,062
FEA 3a, Swift Current	48,388	39,249	40,044
FEA 3b, Maple Creek	13,669	10,812	10,635
FEA 4, Kindersley	27,112	21,624	21,312
FEA 5, Saskatoon	184,540	255,804	272,215
FEA 6, Regina	185,094	220,089	224,865
FEA 7a, Melville	28,649	21,498	20,493
FEA 7b, Yorkton	50,935	40,206	37,934
FEA 8, Humboldt	36,041	26,942	26,618
FEA 9a, Nipawin	21,479	18,699	18,673
FEA 9b, Melfort	29,862	24,140	24,469
FEA 10, Prince Albert	49,956	54,279	57,283
FEA 11a, North Battleford	33,650	30,763	30,183
FEA 11b, Lloydminster	23,728	27,685	28,360
FEA 11c, Meadow Lake	9,940	16,582	16,816
Province	878,854	928,224	952,010

Source: Saskatchewan Health. Covered Population, various years.

[1]The 1971and 1998 population is reported without (woRI) Registered Indians because the historical series (prior to 1998) does not enumerate Registered Indians by geographic location. Thus any analysis that focussed on the geographic distribution of population prior to 1998, did not include Registered Indians. To permit comparison over time, the projection to 2010 also excludes Registered Indians in this table.

Table 21: Population including Registered Indians by 17-Region Functional Economic Areas, 1998 and Projected 2010

Functional Economic Area, Major Centre(s)	**1998** (wRI)	**Projected 2010** (wRI)
FEA 1a, Moosomin	31,907	32,871
FEA 1b, Estevan	38,033	39,739
FEA 2, Moose Jaw	54,323	55,460
FEA 3a, Swift Current	39,329	40,152
FEA 3b, Maple Creek	11,086	11,005
FEA 4, Kindersley	21,641	21,335
FEA 5, Saskatoon	267,178	287,581
FEA 6, Regina	235,319	245,439
FEA 7a, Melville	23,460	23,144
FEA 7b, Yorkton	42,897	41,569
FEA 8, Humboldt	27,432	27,280
FEA 9a, Nipawin	21,179	22,022
FEA 9b, Melfort	25,562	26,391
FEA 10, Prince Albert	67,246	74,801
FEA 11a, North Battleford	35,740	36,904
FEA 11b, Lloydminster	31,952	34,123
FEA 11c, Meadow Lake	22,458	24,753
Province	996,742	1,044,567

Source: Saskatchewan Health. Covered Population, various years. Cohort-Survival and net migration population projections.

Table 22: Rural, Town, and Urban Population (wRI) by Functional Economic Area, 17 Regions, Projected 2010

Functional Economic Area	Projected 2010 Total Population	Cities (10)	Towns	Rural
FEA 1a, Moosomin	32,871	0	2,894	29,977
FEA 1b, Estevan	39,739	23,943	0	15,796
FEA 2, Moose Jaw	55,460	36,001	3,033	16,426
FEA 3a, Swift Current	40,152	17,819	2,093	20,239
FEA 3b, Maple Creek	11,005	0	3,091	7,914
FEA 4, Kindersley	21,335	0	8,182	13,153
FEA 5, Saskatoon	287,581	227,749	8,656	51,176
FEA 6, Regina	245,439	195,451	2,216	47,772
FEA 7a, Melville	23,144	0	7,332	15,811
FEA 7b, Yorkton	41,569	16,823	6,347	18,399
FEA 8, Humboldt	27,280	0	9,820	17,460
FEA 9a, Nipawin	22,022	0	7,650	14,372
FEA 9b, Melfort	26,391	0	10,861	15,530
FEA 10, Prince Albert	74,801	44,644	1,713	28,443
FEA 11a, North Battleford	36,904	15,747	4,663	16,494
FEA 11b, Lloydminster	34,123	9,990	2,670	21,463
FEA 11c, Meadow Lake	24,753	0	9,378	15,375
Province	1,044,567	588,168	90,599	365,800

Source: Saskatchewan Health. Covered Population, various years.

[1]The urban population refers to the 10 largest cities in the province, all with populations over 10,000, although the Saskatchewan portion of Lloydminster alone has a population of less than 10,000. Towns refers to all the Complete and Partial Shopping Centres. Rural is everything else.

VI. Toward an Administrative Framework

In the preceding pages, two sets of Functional Economic Areas were identified. The first, consisting of 11 regions was chosen to represent the economically strongest, internally most cohesive, possible partitioning of the province. The focal points of these FEAs consist of the province's Primary and Secondary Wholesale-Retail Centres plus three Complete Shopping Centres. These communities are the province's primary employers of rural commuters, the primary shopping and trade centres, the primary providers of government, educational and health services, and the primary drivers of the provincial economy. The populations of all but two of these regions exceeds 45 thousand residents.

The 11-region system includes some regions that are geographically quite large in areas where population density is low. Consequently, a regionalization was designed to produce more, and smaller, regions. The second regionalization consists of 17 FEAs. The geographically smaller regions are also smaller in terms of population, 7 having fewer than 30,000 residents. Several of the focal points of the 17-region FEA system are necessarily smaller than those in the 11-region system. Eight of the 17 FEAs have CCSs and PSCs as their focal points. These communities provide fewer jobs for commuters and generally play less significant roles as trade and service centres. Nevertheless, each is the dominant centre in its particular area.

If there were to be a restructuring of municipal government in the province, several functions could logically be provided on an area-wide (FEA) basis. For example, such functions could include, but need not be limited to the following:

Economic Development	Land Use Planning	Taxation
Transportation Planning	Community Planning, Zoning, Subdivision Approval	Assessment
Policing		

More localized services could also be provided on an area-wide basis by the FEA to rural areas and small communities within the FEA. Larger urban communities, however, would logically have municipal status and provide localized services on a stand-alone basis. To illustrate, these localized services could include, but need not be limited to, the following:

Infrastructure Maintenance
Fire Protection
Culture
Urban Streets
Recreation
Utility Operations
Emergency Planning/Response

The specific division of responsibilities would necessarily be worked out at a later stage in the process.

Communities that should definitely retain municipal status include all of the Primary and Secondary Wholesale-Retail Centres and all of the Complete Shopping Centres. All of these centres are strong, economically viable communities. Going as far as possible, those communities which were classified as Partial Shopping Centres in 1995, and which have populations of 2,000 or more, could also be considered for municipal status. The list of communities is provided in Table 23[2].

In a restructured municipal system the FEAs and urban municipalities could be combined in a variety of ways. The smallest numbers, but economically strongest grouping, result from combining the 11 FEAs and the 17 centres in the top three tiers of the trade centre system in 1995 for a total of 28. A very attractive, and economically viable alternative, is the combination of the 11 FEAs and the 32 communities in the top 4 tiers of the trade centre system in 1995 (with

[2]There are several additional communities with populations of 2,000 or more. Some of these are bedroom communities around the major cities. The question of whether these communities should be considered as part of the city to which they re attached, stand alone municipalities, or be administered by the FEA has not been addressed here.

Table 23: "Top" 32 Communities in Saskatchewan, 1995

Partial Shopping Centre	Complete Shopping Centre	Secondary Wholesale-Retail	Primary Wholesale-Retail
Assiniboia	Humboldt	Estevan	Regina
Battleford	Kindersley	Lloydminster	Saskatoon
Biggar	Meadow Lake	Moose Jaw	
Canora	Melfort	North Battleford	
Esterhazy	Melville	Prince Albert	
Hudson Bay	Nipawin	Swift Current	
Kamsack	Tisdale	Weyburn	
Maple Creek		Yorkton	
Moosomin			
Outlook			
Rosetown			
Shaunavon			
Unity			
Watrous			
Wynyard			

Source: Stabler and Olfert, 1996.

populations of 2,000 or more) for a total of 43. Still another possibility is the combination of the 17 FEAs with the 32 communities just mentioned for a total of 49. The largest set results from combining the 17 FEAs with all centres with populations in excess of 2,000 although this set includes growing bedroom communities which are functionally part of the city to which they are attached as well as some rural communities that have experienced serious decline and are still declining.

Something like municipal councils would necessarily govern the FEAs with representatives from urban municipalities and rural areas within the FEA forming the membership. Details of the

governing structure would also havbe to be worked out at a later stage in the process.

VII. Survey of Public Opinion

Any restructuring of current municipal administrative jurisdictions will be of interest to the general public. In an effort to gather opinion about the receptiveness of the public to administrative restructuring, a survey was conducted of 1,050 Saskatchewan residents during the first half of January, 2000. A firm experienced in polling, Points West Consulting, was engaged to develop a questionnaire and to organize a telephone survey of 970 people. Points West also held focus groups meetings with a further 80 Saskatchewan residents.

The Telephone Survey

The objective of the survey was to assess the opinion of Saskatchewan residents with respect to the state of the economy, their perception of the effectiveness of various levels of government, whether there was a perception that there are too many, too few, or just the right number of government/administrative jurisdictions and what the public would expect of a revised structure. The telephone survey was organized into 6 sections. The sections were structured to determine public attitudes about: I. the current state of the province; II. services provided by five levels of government/administration (federal, provincial, municipal, school divisions, health districts); III. size of government within the province; IV. competing vision statements; V. benefits and dangers of any plan to restructure (reduce the number of) governments in Saskatchewan; and VI. the mechanics of how a plan to reduce government in Saskatchewan might be implemented. There were 40 questions in all. The questions were overlapping–that is, asked

in a variety of different ways in order to test for consistency.

Respondents were randomly selected to obtain a representative cross section of Saskatchewan's population: age, education, employment status, union/non-union, farm/non-farm, income, gender, urban/rural, geographic region (Census division 18 – Northern Saskatchewan – was excluded). The survey was conducted by Pulse Research Ltd. using the company's 24 station in-house Computer Assisted Telephone Interview Program. The margin of error for a survey of this size and construction is ± 3.5 percent 95 times out of 100.

The majority of the telephone respondents (59%) rated the quality of life in Saskatchewan as good or very good but most thought that there were problems (only 14% rated the state of the economy as good or very good while only 31% rated quality of health care as good or very good). Education fared better with 50 percent rating the quality as good or very good.

The quality of services provided by five levels of government/administration covered a wide range. Ratings of good or very good were assigned as follows: school division 41%, municipal government 39%, health district 35%, provincial government 21%, federal government 13%. When asked, "which level of government/administration best represents your interests", however, the provincial government was rated first by 33 percent of respondents followed by municipal (23) health (11) school (10) federal (9). In terms of value for tax dollar, municipal governments were rated first by 29% of respondents followed by school divisions (18), provincial government (15), health districts (12), federal government (7).

When questioned about size of government, most thought that there was too much. The majority thought that it was time to consider an overall plan to restructure.

Specifically:

- There is majority public support (51.4%) for the view that Saskatchewan has too much government at every level for a province of one million people, and that it's time to look at an overall plan to reduce the number of MLA's, municipal councilors, school trustees and health district board members.
- There is majority public support (58.9%) for a plan which would reduce the number of municipalities in Saskatchewan to less than 100, and to use the savings gained from this reduction to expand the public services offered by the remaining municipalities, and finance a property tax cut in the order of 10 percent.
- There is majority public support (60.9%) for the view that a reduction in the number of municipal governments would allow the remaining municipalities to offer their residents a wider range of public services, while saving some of the money now spent on government administration.
- There is majority public support (59.0%) for the proposition that it's time for Saskatchewan to sharply cut the number of municipal governments in order to make the delivery of municipal services more efficient and to cut taxes.
- Lower taxes and reduced government spending are expected to be the most important benefits of a plan to reduce the number of MLA's, municipal governments, school boards and health districts in Saskatchewan. "No one will listen to rural concerns", was identified by the survey respondents as the biggest danger of such a plan.
- Survey respondents rate "politicians" as the most likely opponents of a plan to reduce the size of government in Saskatchewan, and a large majority of respondents who could identify a potential opponent (71.9%) said that the main motivation of these opponents

will be "self-interest".

- While there is public support for the general proposition that it is time to reduce the size of government in Saskatchewan, there is less support for specific reductions in specific forms of government.
- Support for a plan to reduce the size of government in Saskatchewan is strongest among middle to high-income households, and urban dwellers. Opposition to a plan to reduce the size of government in Saskatchewan is strongest among farmers and farm households.

In summary, telephone respondents were in favour of restructuring at a conceptual level, but were less supportive of specific initiatives unless these changes were associated with an expansion of services offered by the remaining municipalities and a reduction in property taxes in the order of 10 percent.

Strongest support for a plan to reduce the number of municipalities in Saskatchewan (supported by 58.9 percent overall) was from residents of Regina (69%), Union members (68%) residents of Saskatoon (67%), Homemakers (67%), those employed full-time (66%), those in the $80,000 - $99,000 income group (65%). Strongest support for the status quo comes from farmers (44%), students (40%), and farm spouses (40%).

The Focus Group Interviews

Eight focus groups were held, one in each of the following communities: Assiniboia, Battlefords, Humboldt, Rosetown, Swift Current, Tisdale, Weyburn and Yorkton. Groups ranged in size from 9 to 11 participants – 80 people in total. Participants were selected at random to

obtain a representative sample of the province's population living outside Saskatoon and Regina. Again, Census Division 18 was excluded.

The discussions with the focus groups ranged over similar set of topics as were asked of those surveyed by telephone. Even though responses were similar (though not identical) to those of rural residents contacted by telephone, the number of people interviewed in the focus group setting was too small to infer a level of statistical validity.

Following the group discussions, participants were asked to complete a "Post-Group Survey" which focussed on size of government and competing vision statements. Again, the largest group of respondents (39%) thought Saskatchewan had too many government/ administrative jurisdictions although 36% thought that the current number was about the right size. As in the telephone survey, less support was indicated for specific hypothetical initiatives though results were mixed: too many health districts, the right number of school divisions, for example. When asked to choose between two vision statements, one retaining the current structures, the other linking consolidation to expanded services in fewer municipalities coupled with tax savings, 41 selected the status quo, 38 opted for consolidation and 1 declined.

The interpretation of the results of the survey (and the focus groups) is that the majority of the participants would be prepared to consider a proposal in principal to restructure government/administrative jurisdictions in Saskatchewan. Any specific plan, however, should include a shopping list of additional services that fewer but larger municipalities would provide.

Respondents also looked to a restructuring to provide a more efficient administrative system which could either provide the existing set of services at a lower level of taxation or perhaps an expanded set of services at the existing level of taxation. A mechanism which would

assure rural dwellers that rural concerns would be heard should also be a prominent component of any proposal to restructure the existing system.

VIII. Conclusions

Saskatchewan's rural economy has been consolidating for more than 50 years. Farms consolidated into fewer and larger units because improvements in technology compelled high land-to-labour and capital-to-labour ratios. Throughout the period up to the end of the 1970s, villages and towns declined, as commercial and public activities moved to larger and fewer rural towns and cities. Into the 1970s, however, farmers were still primarily farmers–earning most of their family income as net farm income.

From the 1980s to the present, the process has changed. Farms continued to consolidate but farm families came to depend increasingly on non-farm income–much of it earned through employment in the cities and larger rural towns. Rural and urban Saskatchewan have become integrated as never before through commuting to a few large communities for employment, to shop, and to access public services. Even so the number of farms continues to fall, villages and small towns decline, and rural population dwindles.

All of this contraction has occurred in the context of a local government structure that was put into place near the beginning of the 20th century. That system can only be viewed today as fragmented and dysfunctional as far as addressing rural and regional economic development and planning is concerned. There is neither the capacity nor the mandate for these fragmented units–RMs, villages, and small towns– to perform other than the most basic tasks.

Logic suggests that it is time to consider alternative structures. Public opinion indicates

that a majority of the public is prepared to entertain proposals.

Defacto economic regions have emerged within the province. At the centre of each of these is a city or a large rural community. The centre provides jobs, trade and services, both public and private. The rural areas tributary to the centres provide labour and a market for a substantial portion of the centres' business outlets and public services. Currently, within these defacto Functional Economic Areas, government is fragmented, taxes are collected on a micro-geographic basis, and public expenditures are often poorly correlated with the location of major sources of tax revenue. Functional Economic Areas would be logical candidates for new administrative structures if a re-organization is contemplated. Area-wide authority to raise and spend tax monies, deliver selected public services, pursue economic development, perform the transportation planning function, and administer the community planning and environmental regulations would bring administration closer to the rural population than it is now and would result in a more equitable and efficient collection of property taxes, expenditures of which would be more equitably related to local needs.

Two regionalizations were provided in this paper, an 11 region system of FEAs and a 17 region system. The 11 region system was formed around the province's economically strongest communities, the Primary and Secondary Wholesale-Retail Centres plus three large Complete Shopping Centres: Kindersley, Humboldt and Melfort. This regionalization represents the economically strongest system of regions possible.

The alternative 17-region system was developed to reduce the size of some of the larger regions and, through increasing the numbers, perhaps suggest a system that could be more acceptable to the public. In the process, however, the number of FEAs with economically weaker

centres as their focal points necessarily increased.

Further regional partitioning could not be justified with economic viability as the criterion. The resulting geographies would either split the proposed FEAs into regions too small to support some of the commercial or public functions required to make then self-reliant, or be based on communities too weak to perform the focal point functions.

In addition to the regional FEAs, there are several options for identifying communities for municipal status. The economically strongest set would include all of the Primary and Secondary Wholesale-Retail centres, and all of the Complete Shopping Centres for a total of 17. A second possibility which expands the numbers but retains economic viability would include all 32 communities in the top four tiers of the trade centre system in 1995 which have populations of 2,000 or more. Limited expansion beyond this number, to include all communities of 2,000 or more, is possible but would begin to bring in a number of bedroom communities as well as communities with increasingly weaker economies. Expansion beyond this set could not be justified with economic viability as the criterion.

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APPENDIX A: Individual FEA Commuting Tables
11-Region System

Table A1: Place of Work by Place of Residence of Commuters, FEA 1 (Estevan), 1996

Place of Residence of Commuters	Place of Work of Commuters						
	Urban in Region (10)*	All RMs in Region	Region Total	Other Sask Urban	Other Sask RMs	OOP	SUM
All Urban (10)*	145	935	1080	180	20	130	1410
All RMs	3945	1330	5275	400	205	175	6055
Region Total	4090	2265	6355	580	225	305	7465

Source: Statistics Canada. 1998. Census of Population, 1996, special tabulations.

*Urban Centres in the region include: Carnduff, Oxbow, Estevan, Redvers, Carlyle, Weyburn, Moosomin, Kipling, Whitewood, Grenfell

Table A2: Place of Work by Place of Residence of Commuters, FEA 2 (Moose Jaw), 1996

Place of Residence of Commuters	Place of Work of Commuters						
	Urban in Region (3)*	All RMs in Region	Region Total	Other Sask Urban	Other Sask RMs	OOP	SUM
All Urban (3)*	40	1270	1310	725	550	190	2775
All RMs	1685	465	2150	165	230	100	2645
Region Total	1725	1735	3460	890	780	290	5420

Source: Statistics Canada. 1998. Census of Population, 1996, special tabulations.

*Urban Centres in the region include: Assiniboia, Gravelbourg, Moose Jaw

Table A3: Place of Work by Place of Residence of Commuters, FEA 3 (Swift Current), 1996

Place of Residence of Commuters	Place of Work of Commuters						
	Urban in Region (10)*	All RMs in Region	Region Total	Other Sask Urban	Other Sask RMs	OOP	SUM
All Urban (10)*	65	595	660	80	0	70	810
All RMs	2345	685	3030	175	60	225	3490
Region Total	2410	1280	3690	255	60	295	4300

Source: Statistics Canada. 1998. Census of Population, 1996, special tabulations.

*Urban Centres in the region include: Shaunavon, Maple Creek, Swift Current, Gull Lake

Table A4: Place of Work by Place of Residence of Commuters, FEA 4 (Kindersley), 1996

Place of Residence of Commuters	Place of Work of Commuters						
	Urban in Region (3)*	All RMs in Region	Region Total	Other Sask Urban	Other Sask RMs	OOP	SUM
All Urban (3)*	15	180	195	110	10	40	355
All RMs	880	200	1080	190	95	50	1415
Region Total	895	380	1275	300	105	90	1770

Source: Statistics Canada. 1998. Census of Population, 1996, special tabulations.

*Urban Centres in the region include: Eston, Rosetown, Kindersley

Table A5: Place of Work by Place of Residence of Commuters, FEA 5 (Saskatoon), 1996

Place of Residence of Commuters	Place of Work of Commuters						
	All Urban in Region (7)*	All RMs in Region	Region Total	Other Sask Urban	Other Sask RMs	OOP	SUM
All Urban (7)*	350	2500	2850	1745	930	1540	7065
All RMs	9845	1115	10960	320	375	305	11960
Region Total	10195	3615	13810	2065	1305	1845	19025

Source: Statistics Canada. 1998. Census of Population, 1996, special tabulations.

*Urban Centres in the region include: Davidson, Outlook, Watrous, Saskatoon, Biggar, Cudworth, Rosthern

Table A6: Place of Work by Place of Residence of Commuters, FEA 6 (Regina), 1996

Place of Residence of Commuters	Place of Work of Commuters						
	All Urban in Region (5)*	All RMs in Region	Region Total	Other Sask Urban	Other Sask RMs	OOP	SUM
All Urban (5)*	325	2950	3275	1250	470	1130	6125
All RMs	7445	2210	9655	470	200	215	10540
Region Total	7770	5160	12930	1720	670	1345	16665

Source: Statistics Canada. 1998. Census of Population,1996, special tabulations.

*Urban Centres in the region include: Indian Head, Regina, Balcarres, Fort Qu'Appelle, Raymore

Table A7: Place of Work by Place of Residence of Commuters, FEA 7 (Yorkton), 1996

Place of Residence of Commuters	Place of Work of Commuters						
	All Urban in Region (8)*	All RMs in Region	Region Total	Other Sask Urban	Other Sask RMs	OOP	SUM
All Urban (8)*	445	345	790	265	95	185	1335
All RMs	4925	380	5305	455	215	380	6355
Region Total	5370	725	6095	720	310	565	7690

Source: Statistics Canada. 1998. Census of Population, 1996, special tabulations.

*Urban Centres in the region include: Langenburg, Esterhazy, Melville, Yorkton, Kamsack, Canora, Foam Lake, Preeceville

Table A8: Place of Work by Place of Residence of Commuters, FEA 8 (Humboldt), 1996

Place of Residence of Commuters	Place of Work of Commuters						
	All Urban in Region (5)*	All RMs in Region	Region Total	Other Sask Urban	Other Sask RMs	OOP	SUM
All Urban (5)*	115	280	395	155	115	45	710
All RMs	1970	300	2270	545	400	50	3265
Region Total	2085	580	2665	700	515	95	3975

Source: Statistics Canada. 1998. Census of Population,1996, special tabulations.

*Urban Centres in the region include: Wynyard, Lanigan, Wadena, Watson, Humboldt

Table A9: Place of Work by Place of Residence of Commuters, FEA 9 (Melfort), 1996

Place of Residence of Commuters	Place of Work of Commuters						
	All Urban in Region (5)*	All RMs in Region	Region Total	Other Sask Urban	Other Sask RMs	OOP	SUM
All Urban (5)*	45	450	495	190	45	95	825
All RMs	3140	595	3735	320	185	245	4485
Region Total	3185	1045	4230	510	230	340	5310

Source: Statistics Canada. 1998. Census of Population, 1996, special tabulations.

*Urban Centres in the region include: Kelvington, Hudson Bay, Tisdale, Melfort, Nipawin

Table A10: Place of Work by Place of Residence of Commuters, FEA 10 (Prince Albert), 1996

Place of Residence of Commuters	Place of Work of Commuters						
	All Urban in Region (2)*	All RMs in Region	Region Total	Other Sask Urban	Other Sask RMs	OOP	SUM
All Urban (2)*	95	1375	1470	355	70	190	2085
All RMs	3585	1290	4875	490	300	245	5935
Region Total	3680	2665	6345	845	370	435	8020

Source: Statistics Canada. 1998. Census of Population, 1996, special tabulations.

*Urban Centres in the region include: Prince Albert, Shellbrook

Table A11: Place of Work by Place of Residence of Commuters, FEA 11 (North Battleford), 1996

Place of Residence of Commuters	Place of Work of Commuters						
	All Urban in Region (10)*	All RMs in Region	Region Total	Other Sask Urban	Other Sask RMs	OOP	SUM
All Urban (10)*	1165	1285	2450	255	70	2295	5070
All RMs	4085	770	4855	280	175	1190	6500
Region Total	5250	2055	7305	535	245	3485	11570

Source: Statistics Canada. 1998. Census of Population, 1996, special tabulations.

*Urban Centres in the region include: Macklin, Unity, North Battleford, Battleford, Maidstone, Spiritwood, St. Walburg, Lloydminster, Big River, Meadow Lake